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ABSTRACT

Wholesome and promising change is occurring in American education, with interest in adult educational opportunities expanding in impressive proportions. Yet a kind of riptide exists between the interest in lifelong learning and the apparently limited financial resources available for conventional education for traditional students. On what basis should priorities be set? How should public resources be deployed? Agreement is needed on a sense of direction for education. The goal that every individual should have the opportunity for appropriate education up to the limits of his or her potential should be re-examined to determine whether it should be amended or modified. Assessments of community educational needs, with broad involvement of the citizenry, would aid in the goal clarification process. Studies are needed that would result in: (1) a better and wider understanding of the rapidly changing characteristics of educational consumers; (2) an awareness of the diversity of institutions; (3) a statement of goals and perspectives; (4) a proposed policy framework to encourage desirable diversity and institutional initiative and adaptability; (5) alternative ways of demonstrating accountability; (6) encouragement of voluntary cooperation among institutions with common interests. America has unusual opportunities to build an education system more and more interfused with life's other meaningful activities. (Author/JDS)

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RESPONDING TO THE NEW SPIRIT OF LEARNING

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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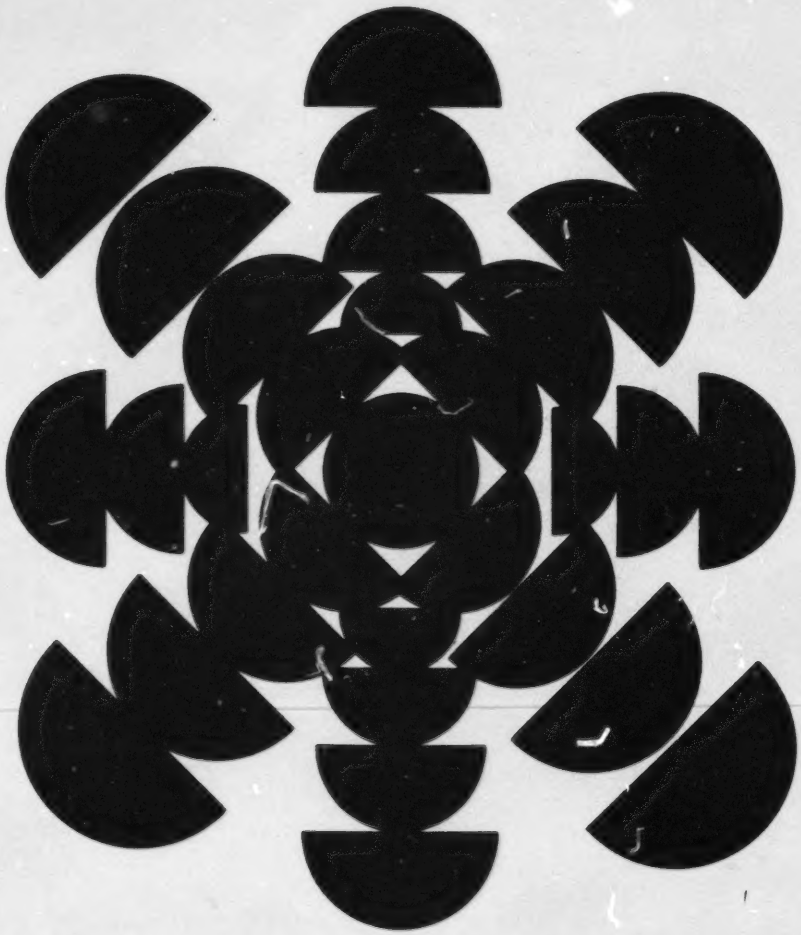

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RESPONDING TO THE NEW SPIRIT OF LEARNING

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It was late on a steamheated summer afternoon in Washington, D.C., about two years ago. The air conditioner had been turned off, but the discussions went on between staff of the National Commission on the Financing of Postsecondary Education and community college representatives. The latter were trying to make a point, what seemed to them to be a very important and obvious point, that the number of associate degrees granted by community colleges did not evidence the productivity of those institutions—rather, that there were other objectives to consider. The focus of their concern was on Ben Lawrence, director of the commission, who confessed his gradual enlightenment, but then turned to deliver the coup de grace with the nimblest of footwork by saying: "All right, agreed, that the associate degrees awarded will not do it—what measures do you propose?" His brashness has now been compounded by inviting me to speak to that simple and straightforward theme embraced in the assigned title of this address. I have also developed a certain agility in my years of problem solving, but nevertheless felt it necessary to accept his invitation for purposes of my own self-discipline and because it may be that views shaped by working with institutions that serve a broad range of citizens in new ways will provide some clues and stimulation.

Let me read you a letter received recently which gets the problem before us quickly:

> Recently I had the privilege of hearing Earl Cheit speak to the point of the continuing change in the relationship between the state and higher education. During the presentation, attention was given to the question of changing enrollment patterns.
>
> Although most of the discussion was exceedingly relevant, when the enrollment question was addressed, I felt isolated, as most community college presidents might. Projections cited are, or appear to be, based on the 18 to 21 or 24 age group exclusively. With a real life situation of a student body having an average age of 26 and only 30 percent of the students under 21 years of age, I must be skeptical about the general conclusions drawn regarding enrollment projection data through the 1980's.
>
> The reason for my writing, then: Is there developed, or being developed, a set of data and projections reflecting the complete community college model of enrollments? Possibly I have missed some work or am revealing the thinness of my research, but nothing has been found in this area.
>
> When I hear about the position being taken by some state officials which appears to run counter to opportunities for lifelong learning, encounter limits imposed on degree enrollments, yet see people determined to grow in their jobs through the community college and meet senior citizens who want, hesitantly, to take the opportunity they never had before, the strong need for an enrollment model that can be driven by some of these considerations arises. Without such a model and supportive data, I am unable to effectively communicate with key decision makers, board members, legislators and state administrators. We can say that our enrollment pool is enormous, but there seems to be little data to show precisely how various segments of the population have responded to us and how they might respond in the future.
>
> Again, my question: Is there a good model available, or is this something which requires considerable work, attention, and funding?

The writer wants data that can speak intelligently to "key decision makers, board members, legislators and state administrators." He wants to be able to report what is really going on so decision makers can act appropriately. Ben Lawrence has asked me to talk about needs and mission. Good data, needs, mission—these are topics often pursued in our educational seminars. Surely this is familiar ground, and our views are easily exchanged and seldom altered. But actually, data, mission, and needs are like waterbugs that skitter about on the surface of a pond—a pond

which is their habitat, their ecological setting, the environment that conditions and shapes them. It is the pond that sustains and supports them, that affects their coloration and characteristics. We must talk about that pond. We must get to a beginning point. The beginning point is an awareness of the revolution that surrounds us, the changing nature of the pond. Historians have frequently alluded to the extreme difficulty people have in understanding their own times. Structures built to meet a generation's needs persist long after the needs have declined. In the words of Robert Theobold, "definitions tend to become destinies." Can we push aside the abstractions of definitions and data for a look at the real world? The view may amaze us.

No End to Education

To paraphrase a statement made by Leonard Woodcock less than a year ago: "Our structures of production and consumption in education have been built on the assumption of a terminal point to education. That assumption no longer holds." Woodcock actually was talking about energy, but his remarks have a transferability to education:

> Consider energy—the driving force of industrial societies. The size and nature of our energy problems can only be grasped when we realize that the entire structure of production and consumption in our nation is built on the assumption of cheap and abundant energy. Every factory, every machine, the location and design of every building as well as every item of consumption, has been chosen explicitly or implicitly on this assumption. Now that assumption no longer holds. That fact has been creeping up on the industrial world for some time. It burst open on October 19, 1973. It will never go away again.[1]

Has October 19 already passed for the concept of lifelong learning? If not, when will it come? Our structures of production and consumption in education have been built on the assumption of a terminal point to education. "That assumption no longer holds." Woodcock himself describes the kind of social expectations that make it so:

> We feel—or hope—that either the time has come or must come shortly when blue-collar and white-collar workers should benefit from the opportunity to break away from the daily grind without having to walk the bricks or stand in unemployment lines; that they should be free to

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[1] Leonard Woodcock, "Education for a New Age: A Partnership with Labor," *Community and Junior College Journal* 45, no. 8 (May 1975): 15–20.

> go back to school, or up to college, or to write a book about the life of a worker, or whatever. Such workers, we believe, need to unwind, or renew their enthusiasm, or strike out in a new direction, or improve their skills as much as any college professor.[2]

The unions are bringing educational enterprise to the bargaining tables.

The Education Branch of the Census Bureau reports that since the fall of 1970, the number of students 18 to 24 years old increased by about 9 percent while enrollment for persons 25 to 34 years of age increased by 63 percent. (It was only four years ago, in 1972, that the Census Bureau began to collect data on age groups in college beyond 34 years. In the fall of 1974, there were one million students 35 years of age and over.)

- A community college president reports the largest headcount increase in the eight-year history of his institution—20,500 students in credit classes. He expects another 20,000 students in *non-credit* offerings.

- "Given a specific need," writes a New York president, "we can serve as an educational broker to assemble the response ingredients necessary to meet that need, even when we have no campus space available, no existing in-house staff competency, and no existing budget. The broker identfies the ingredients needed, finds them, assembles them into a workable package and proceeds on an ad hoc basis. . . . What is needed to actualize the brokerage concept are new planning and decisioning structures. Since the broker addresses different demands, he must depart from the usual structures of academe. The forms should be somewhat fluid, changing, versatile, and permit imagination and creativity to survive the effects of compromise."

- "The biggest thing in Missouri education today is the growth of school services to adults," says the State Department of Elementary and Secondary Education. This year's curriculum has attracted more than 235,000 men and women. In general adult education alone, which is geared to teaching basic skills, 87,777 adults enrolled through local school districts last year—an increase of 15,000 over the previous year. At a few schools, the number of adults attending evening classes is more than half that of youngsters enrolled during the day."[3]

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[2]Ibid., p. 19.

[3]*Compact* 9, no. 6 (December 1975): 19.

● An Oregon president: "The competency-based curriculum which we have now developed in a dozen programs clearly sets forth the goals and learning outcomes which the student is expected to accomplish. The college is not concerned whether these competencies are learned in the high school environment or in any other environment as long as the student can demonstrate the mastery of skills listed. . . . In 1973–74 one of every seven persons in our community 18 years of age or older enrolled in some course or program–59,400 people. At the Rock Creek Center we will drop all references to quarters and credits and develop the learning center on a 52-week year and open from 7:00 a.m. until 10:00 p.m. Students will be able to enter the program and leave when they desire or when they have completed modules, units, certificates, or degrees. The time barrier and the idea that there is a completion to learning will be erased."

● A West Virginia president: ". . . more than 80 percent of the students enrolled each semester attend the College on a part-time basis (less than 12 credit hours). This indicator reflects that most students are married and work more than 30 hours per week. Their class schedules and educational programs are integrated with their family commitments and employment responsibilities. Surveys also indicate that students tend to be 'drop-ins' taking classes when their family considerations and work conditions permit."

● The same president: "We have an agreement to train 1,500 supervisors and front-line foremen in the local steel plant in the principles and techniques of industrial supervision and management. These classes will be offered in plant and on company time. We also trained 2,800 employees and employers in the purposes and procedures of the Occupational Safety and Health Act."

Not only in this country, but now wafting around the world, are discussions of lifelong learning, recurrent education, sandwich programs, informal education, community schools, community-based education, performance-oriented education, the science of self-learning. In thousands of communities, in millions of people, most of them beyond the traditional college age, desires for learning opportunities work their addictive influence. But our skills of conceptualization and illustration have not been sufficient thus far to make graphic the social significance and heartening force of this wide interest in learning activity. Writing in *The Structure of Scientific Revolutions,* Alfred Kuhn makes the point

that scientific discoveries and breakthroughs are never the result of a breakthrough or change in technology, but are the result of a change in paradigm which enables science and technology to back fill, as it were. Our collective failure has been the failure to describe that new paradigm in terms compelling enough so that the measurers of educational progress might be inspired to put down traditional yardsticks and take up new instruments that comprehend and describe the dynamics and worth of this new educational movement.

Pent-Up Demand

That there is a growing market for educational services can be easily demonstrated by counting the numbers of people who respond to educational opportunity when it is related to their interests and made easily available to them. Whether opportunity will be truly related to interests and made easily available, whether this encouraging demand for learning will be encouraged, are crucial questions now confronting us in many parts of this country.

Those mounting numbers, which in former years appeared to signal success and institutional vitality, are causing consternation in some quarters and even suspicion—colleges are accused of "luring" students. Members of the Missouri Coordinating Board for Higher Education, faced with 30 percent increases in community college enrollments and consequent financial requirements, declared to the colleges: "your success is ruining us." And they propose that the colleges cease advertising and high-school visitations—that the colleges should not "sell" but let people "buy."

A kind of riptide exists between the interest in lifelong education and the apparently limited financial resources available for conventional education for traditional students. At the same time that Senator Walter F. Mondale introduces a "Lifetime Learning Act," community colleges in Florida express alarm at the possibility of having to partially close the open door. And a newspaper editorial asserts the need for priorities: "As visionary as Florida's educators and lawmakers may have been in guiding the state down a road toward lifelong education, this is an expensive trip. And when money is not available, it is necessary to proceed on a priority basis."

But former Secretary of Labor Willard Wirtz is heard to say that "the only answers to limits of growth involve the development of

the human resource." And, presumably, that's the work of education.

How are policy decisions to be made? On what basis will priorities be set? How can it be determined how public resources should be deployed or redeployed? What needs exist? Is there a priority ordering of those needs? What information is required for policy determinations? These are good and necessary questions. They are hard and unavoidable, but they cannot be answered without getting back to the beginning—getting back to the pond. How do we do that?

The most stimulating approach I've discovered has been utilized in educational planning for developing countries. Frederick Harbison skillfully describes the value of education-sector planning for development of nationwide learning systems and puts his finger on what I believe is our number one need in American post-secondary education today—in our assessment, to be aware of our goals and perspectives.

> In any sector assessment one must be aware of "what he is solving for." Assessments can be made from a variety of perspectives which stem from stated or implied goals. Thus the starting point in a sector analysis in a developing country is the identification of national goals. Sometimes the goals are explicitly stated. . . . More often they are implied in speeches of national leaders and statements of political parties. . . . In any case, the goals determine the perspectives for analysis, and the perspectives govern the scope of the assessment, the orientation of studies, the choice of relevant facts and data, and the priority problems for which solutions are sought.

Harbison cites as the most commonly stated or implied perspectives for sector assessment the *social demand approach* and that of *needs for national development*. In the first perspective,

> The idea is to provide maximum opportunity for schooling for all who want it, limited only by the financial and human resource constraints of a particular society. This perspective is prevalent among most ministries of education as well as teachers and other members of the formal educational establishment. Quantitative expansion of all levels of education is taken as a cardinal objective, usually on the basis of "more of the same," although improvement in quality is often stressed as an important objective as well. Intense political pressure from the electorate strongly reinforces this position.
>
> In the second basic approach, the emphasis is on producing the skills and knowledge which are relevant to the economic, political, and social goals of the nation.

Harbison comments that the economic approach is too limited:

> Increasingly it is suggested that it may be time to "dethrone" GNP as the sole and all-encompassing target of national development. The major difficulties here, or course, are that non-economic goals are difficult to specify and, for the most part, impossible to quantify. As the range of vision in looking at national development needs broadens, therefore, sector assessments become more qualitative and less precise or 'rigorous' in analytical design.

In addition to his helpful emphasis upon the essential nature of goals and perspectives in assessment, Harbison touches upon another matter which will be of increasing importance in dealing with educational planning in this "developed" country—the interrelationships of all education and training activities.

> The sector approach requires wider ranges of data and more sophisticated analysis in order to formulate broad strategies of human resource development and utilization. Its objective in essence is comprehensive and rational planning of all education and training activities. The sector approach, moreover, goes far beyond the traditional boundaries of formal education; it encompasses training and human resource development in other sectors such as agriculture, industry, health, nutrition, and public service. Thus, unlike other sectors, education or the nation-wide learning system is not a relatively self-contained system. It has multiple intersections with almost every facet of national development. In reality, the sector approach involves a comprehensive analysis of national development from a human resources perspective.

This audience will feel at home with Harbison as he comments almost reflectively in surveying the breadth of the sector approach.

> The most perplexing problem in all cases, however, is the difficulty of evaluating the outputs of these various programs. Here simple quantitative measure is meaningless, and qualitative differences must be distinguished largely by informed judgment.[4]

May I say, Mr. Harbison, it is just as difficult to assess a need as it is to evaluate an output. Does a man 50 years of age need a course in philosophy or ethics? In ordering of priorities, would he rank higher or lower than the young woman of 18 who needs a course in calculus? How do you validate a need? On the basis of the individual's declaration, or a judgement made by some other party or agency? Is a program to prepare for employment

[4]This and all subsequent quotations attributed to Harbison will be found in his *Education Sector Planning for Development of Nation-Wide Learning Systems*, American Council on Education OLC Paper No. 2 (Washington, D.C.: American Council on Education, 1973).

of greater need than one for the more creative utilization of leisure time? Are credit courses of greater worth and hence more representative of real needs than noncredit courses? Obviously these rather simple questions cannot be dealt with unless more information is available and unless that information is examined against a background of goals. And it is the goals of our society that today need stating or restating. No matter how sophisticated the data, they are worse than useless unless our destinations can be clearly indicated and a working agreement established.

Universal Access Envisioned

Twenty years ago, there was a generally accepted goal for education in this country. It went something like this: "Every individual shall have opportunity for appropriate education up to the maximum of his potential." At the same time, there was great concern over the capacity of postsecondary education to adapt itself to the needs of the "oncoming tide of students." Basic to that adaptation were the state master plans for higher education formulated in the early and mid-fifties. There were new circumstances in the environment. Not only was there a college-age population bulge approaching, there were heightened educational aspirations which had been given possibility in the lives of millions of veterans because of the GI Bill. It became clear that enrollments would double. It also became clear that the solution was not to be found by building new state colleges in every assemblyman's district. Statewide educational opportunities were envisioned through systems of universities, colleges, and community colleges. Some functions were decentralized according to plan, others were centralized. And although there has been some criticism of the planning and coordinative arrangements developed, by and large they have worked quite well up to this point. A massive expansion of the educational capabilities of the nation took place. Educational opportunity was extended and diversified.

Now let me describe briefly some of the changes that took place in community colleges as a result of the great numbers of widely diversified students that came into the hundreds of new institutions established in the 1960's. I refer to the community colleges for two reasons: first, because of my firsthand knowledge of events and second, because their capacity for adaptation in the face of new eduational requirements put them on the growing edge for all of American education through those years. Many of the influences that were experienced first by these community-

based institutions were later felt by almost all postsecondary institutions.

Community College Boom

In the early 1960's, community colleges were established for the first time in more than twenty major cities in this country—cities like Cleveland, Dallas, Miami, Philadelphia, Pittsburgh, Seattle, St. Louis. In every case, the actual enrollments surpassed by far the expected enrollments. In every case, the initial enrollments numbered in the thousands. And no educational institution ever experienced a more diversified student population—not even the comprehensive high school, because in the community college an age dimension was added to the other varied characteristics. At that same time, a social conscience was working in our land that suggested the need for institutions to assume some responsibility for the success of the students served. Community-college personnel, particularly in the urban areas, found that the conventional and traditional ways of working with college students had to be changed if the student was to learn. So there was not only concentration upon the student as an individual, but as an individual in his community setting. These were commuting students. They still lived in a community environment far more hours of each day than they spent in the college. To understand the student, it was necessary to move into the communities. For the community colleges, it was a natural thing to do. Most of them had local boards. Many of the people served by the college were active in neighborhood centers, housing areas, community action programs; they were becoming accustomed to having some voice about those community actions that would affect them. Dozens of advisory committees were set up for the various college programs. Increasingly, the colleges developed working relationships with manpower-development programs, employment agencies, health clinics, apprenticeship programs, community-development projects, churches, schools, and other community-based organizations.

It was the impact of highly diversified student bodies that forced the colleges to change, to individualize their approaches, to leave the campuses and move into the communities, to establish relationships with informal education. And in that process, the network of relationships of the college grew ever wider, the age level continued to move up, the numbers of part-time students continued to mount. The college was to be found in hundreds of

locations throughout the area. It became an educational resource center for the community, to be used by all and usually in cooperation with other educational institutions in the area.

I take the time to give this brief history because the emphasis initially in state planning twenty years ago was, by and large, to increase capacity for the traditional college-age population. The profound socioeconomic events in our nation during the past two decades entered our institutions in the persons of our students and changed those institutions. Much more than increased capacity resulted. There has been impressive adaptation by many educational institutions of the needs and interests of an ever-widening spectrum of the total population. Now that movement confronts a perceived limitation of financial means. Limits understandably call for priorities. And priorities raise questions of value. Values require reference points, bench marks, a sense of direction. The greatest danger we face is decisions without agreement upon a sense of direction. How do we get a sense of direction?

Goals, Services, Needs

I urge the educational institutions in each state to take the necessary steps for a thorough review of educational services and needs in terms of the significant changes occurring in our society that have implications for the education sector. I have already referred to many of those changes. What goal orientation shall be the reference point? I would suggest that the goal cited earlier be used. It has been expressed in a dozen different ways, but substantially it is that every individual shall have opportunity for appropriate education up to the limits of his or her potential. The first helpful exercise may be to determine whether that goal should be amended or modified—and if so, how.

I further suggest that these studies begin with assessment of educational needs at the community level and involve broad participation of the citizenry. Such participation has a number of advantages: the level of abstraction can be lowered, validity may be assured by consultation with large numbers of people, and understanding among taxpayers and voters may be increased.

There is something else that might result from broad discussion of educational needs and services and the values we hold to in making those determinations. The value structure of American education is necessarily connected to the nation's goals. At this time, there is a pervading sense of need for a national direction. And with all the opportunities provided by the Bicentennial for an

examination of our national heritage and a declaration of the nation's future course, the words often have a hollow ring. Education has been seen by a good many Americans as the most important social institution directed toward achieving the national goals of the past. Perhaps a by-product of the exercises proposed would be a contribution toward a clearer sense of the nation's goals.

Earlier, I referred to Harbison's approach to education-sector planning. He maintains that it "goes far beyond the traditional boundaries of formal education; it encompasses training and human resource development in other sectors such as agriculture, industry, health, nutrition and public service. . . . [It] is not a relatively self-contained system. It has multiple intersections with almost every facet of national development." These intersections need to be explored. Some are between different kinds and levels of educational institutions. There has already been reference to the large numbers of adults served by the public schools. The community school movement, with its dedication to lifelong learning opportunities, continues to expand. Although perhaps not tumbling down, the walls between schools and colleges are beginning to erode.

Education and Work Now Separated

The Commission on Educational Credit of the American Council on Education is working with industrial and business organizations and the trade unions to devise ways of translating education and training in those organizations into academic currency. Willard Wirtz calls for bridges between what appear now to be the almost totally separate worlds of education and of work, both to enrich the human experience and to increase the value of the economy's one "boundless resource"—the creativity of its people.

There will need to be recognition in these studies that nonformal learning and training is of equal importance to formal education and that distinctions between the two will be increasingly difficult to make. Informal education includes such learning as formal training on the job, apprenticeship, adult education (an archaic term), and, in the words of Harbison, "the entire range of learning processes and experiences outside the regular graded school system." Obviously, interaction will need to occur between and among people who may not have conversed before.

Another related element will require considerable attention. Over the next twenty-five years, it is likely that among the needs given high value in our society will be the development of energy

sources, mass transportation, lowering the crime rates, improving and extending health services, dealing with air and water pollution, expanding employment opportunities, assuring an adequate food supply, and stabilizing the economy. Such needs have educational components which, if properly addressed, can in time reduce the dollar requirement for the problem area. Required will be a perceptive quality upon the part of those in education to see the opportunities that exist and the ability to develop working relationships with those organizations that have planning and operational responsibilities for these varied social functions.

What would come out of these studies?

1. *A better and wider understanding of the rapidly changing characteristics of educational consumers* and how their numbers sharply increase when their needs and interests are responded to. Current methods of reporting usually give only a fraction of numbers of people actually served by educational institutions.

2. *An awareness of the diversity of institutions* providing educational services. By and large in the past, college and university education has behaved as if it were the beginning and the end—a monopolistic, monolithic structure with power through its credentialing functions: a pyramidal form, with the graduate school at the sharpened apex modifying and influencing all that is below it as the structure broadens to include larger and larger numbers toward the base. By implication, those who have not reached the summit have been unsuccessful. A look at actuality today will show that the perceived monolith no longer has any credence. In a 1970 paper on "The Learning Force," Stan Moses of the Educational Policy Center at Syracuse rejected the notion that American education was a three-layer hierarchy running from primary school through graduate school. This, he said, represented the "core" but overlooked a "periphery" in which over 60 million adults pursued learning activities very important to their lives. His purpose was to challenge the monopoly which the educational establishment has over public policy and public resources.

3. *A statement of goals and perspectives.* Where do we look for this statement? I have suggested we might start with a review of goals enunciated in former years. In much of the legislation authorizing such institutions as community colleges, there is language which stipulates goals and purposes. Willard Wirtz elicited favorable reviews of his reference to the development of the "boundless resource" as a goal. There is not nearly as much discussion about goals today as there is about means. Resources

appear to be shrinking in relation to accelerating wants and the erosion of inflation. Voices are heard suggesting that we have overextended our commitments to medicaid, unemployment benefits, veterans benefits, welfare payments, and education. Where should we look for an enunciation of goals? Is it fair to say that some hope that a great national leader on the traditional white horse will summon us in clarion calls to answer to a cause, a voice to unify us in common allegiances? There is some evidence that we have come to expect that. Decisions of significance appear to be moving out of local areas. Television concentrates our attention in the national news on the President's office and on decisions made in Washington. To those centers of power, our frustrations are expressed either in fact or by thought and from those centers we expectantly await the "word."

I propose new initiatives at the local, institutional, regional, and state levels to work out our educational goals and perspectives. Perhaps the very *process* of bringing together the diversified citizenry to examine the "good" life as the context within which education serves its implementing purposes will be of equal importance to the conclusions reached. Theodore Wertime recently charged that a "malaise" that destroyed Rome and now threatens the United States derives from the ever greater administrative complexity of urban society. He asks whether civilized states could have been organized differently than they were.

> Could they somehow have achieved an ecumenical and dynamic existence without the centralized establishments of wealth, power and written learning? . . . Must institutions of power inevitably become concentrated, ossified and, in Toynbee's words, grotesque?[5]

4. *A proposed policy framework to encourage desirable diversity and institutional initiatives and adaptability.* Educational needs are manifold and they keep changing. Even at their best, institutions tend to become ponderous in their ability to act, but conditions can be designed to facilitate initiatives, to maintain agility. At the present, there are fears on the part of some state-level policymakers that if institutions are given their heads, institutional ambitions will get out of hand. Although those possibilities are acknowledged, the greater threat today is suffocation of creativity and thrust, under multiplying layers of administrative hierarchy between the scene of action and the locus of the decision that triggers institutional behavior. Furthermore, in our

[5] Theodore A. Wertime, "The Aging of America," *Washington Post*, January 1, 1976, section A, p. 15.

search for answers to coordination and a basis for resource allocation, we have often developed categories and classifications into which institutional behavior must be pressed, trimmed, and pounded for a satisfactory fit. An example is heavy reliance upon the academic credit system. Tremendously diverse institutions of "higher" education struggle to develop a "common market" of credit. If they are successful, state legislative bodies will be provided a structure for looking at higher education (as well as the data to fill in that structure) in ways that can seriously reduce the diversity of the enterprise as well as the opportunity for survival of those institutions that would march to a different drum.

The future is full of unknowns. Many of the old rules for making projections and for planning seem no longer to apply. The voice of the authority in a given field is heard with skepticism; in fact, the voice often speaks with equivocation. A variable like a doubling or tripling of oil prices can have the well-known domino effect on our institutions. Nevertheless, we must plan. But the institution that can deal with the uncertainties before us is the one that has a "sensing" capacity, a system of intelligence that detects significant changes in the environment and analyzes these for their meaning to the institution. And along with that capacity is another one equally essential—to be able to adapt, to initiate change in the institution, to be free to act.

5. *Alternative ways of demonstrating accountability.* Rather than being defensive in the face of pressures for accountability, we should take the offensive in devising accountability measures that free the institution for its most effective performance. These would surely include the assurance that each institution have a set of objectives which serve two purposes: Before the fact, they provide the basis for resource allocation; after the fact, they provide the basis for evaluation. Already referred to are the serious deficiencies involved in using hours of academic credit as indicators of performance. The need for measures of performance in terms of institutional objectives has never been more apparent. "Value added" is a concept of promise whose development is still before us. It may be that the search for comparable measures common to the broad variety of institutional objectives represented in America's postsecondary enterprise will be about as fruitful as events to date in developing an international language like Esperanto. If institutions are truly responsive to the panoply of human need, differences among them may be more of kind than degree.

How, then, is accountability demonstrated? One approach is through the educational audit which is transmitted to the institution's board of trustees. The audit is based upon the notion that the most significant outputs of an educational institution are the skills, knowledges, appreciations, and attitudes learned by the students. These are described by instructors in statements of both measurable and currently unmeasurable objectives. The auditor's examination provides him with a basis to certify whether the reported achievements of the college are accurate. The audit report is for the purpose of improving institutional accountability. Other measures include follow-up studies of students in relation to their intents, or objectives.

Those of us who have lived for some years in the educational field are convinced that the institutions we work with can make a manifest difference in the lives of individuals and the communities in which they live. However, the task of discovering and making use of the various ways in which that difference can be recognized has not been completed.

6. *Encouragement of voluntary coordination among institutions with common interests.* Perhaps by this time you have picked up some clues with regard to my thoughts on mission, role, and scope. I fear that mandated missions often result in a kind of grudging compliance. There may be a consequent absence of alertness to environmental changes and new opportunities for service. Is it not possible that the same bodies that mandate mission, role, and scope could devise incentives to attract institutions to areas of educational need appropriate to their objectives? And further, would it not be possible also to establish a system to reward voluntary efforts toward coordination and cooperation. What is needed is a process by which institutions will acknowledge common interests and seek an approach to a given need which will best meet that need and economize upon the resources available. The network of relationships may very well include institutions beyond the conventional educational family—for example, departments of recreation and parks, public libraries, and city and state planning authorities. Broad areas of institutional mission will need to be stipulated at state level. But precise and specific assignments and proscriptions will become more impractical as life and learning are perceived as one stream. Implementing measures, including funding, are needed to encourage continuous assessment of educational needs, cooperative planning, and institutional initiatives toward cooperation in providing services.

Throughout this presentation, a theme has been running. I hope you have heard it. Change is occurring in American education, change which is wholesome and promising. Interest in educational opportunities and services continues to expand, in impressive proportions. Some may quarrel with the kind of learning sought, judging it to be of little worth. Others will note the tendency of successful learning experiences to lead toward other unknowns to be probed and at ascending levels of complexity and challenge.

Institutional Trauma

This new spirit of learning is requiring new descriptors, a new terminology, an adaptive structure. Indeed, a significant contributing factor to the trauma our institutions experience in the face of financial constraints may be the limited moves to date to shape the structures to the new population. How these developments are perceived makes all the difference in the world to the morale of those who have the stewardship of education and to those who use it and support it.

What do we make of it? Students who are older, combining work and study, interested in a million different things, "dropping in" as family and other obligations permit, resorting to the college as to the library as curiosity provokes and interest motivates.

It is one man's view that America has unusual opportunities to build upon. Here there is no separate, self-contained enclave of education detached from the community's life and problems—the kind of enclave which has brought violent revolution to societies less adaptable. Here is an educational enterprise more and more interfused with life's other meaningful activities. Here is the finest resource conceivable, as America learns how to live in its third century.

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